

DOCUMENT RESUME

ED 081 434

JC 730 218

AUTHOR Day, Robert W.; Mellinger, Barry L.
TITLE Accreditation of Two-Year Colleges in the South.
INSTITUTION Southern Association of Colleges and Schools,
Atlanta, Ga. Commission on Colleges.
PUB DATE 73
NOTE 47p.; Presented in part to the College Delegate
Assembly at the 77th Annual Meeting of the Southern
Association of Colleges and Schools, New Orleans,
Louisiana, December 11, 1972

EDRS PRICE MF-\$0.65 HC-\$3.29
DESCRIPTORS *Academic Standards; *Accreditation (Institutions);
College Planning; College Programs; College Role;
Community Colleges; *Educational Change; Junior
Colleges; Pamphlets; *Post Secondary Education

IDENTIFIERS *South

ABSTRACT

The evolution of the two-year college in the South and resultant influences on accreditation are discussed in an attempt to describe the historical relationship between the Commission on Colleges and this evolution. The booklet is divided into six chapters: (1) "An Overview of the Development of Two-Year Colleges in the South; (2) The Emerging Two-Year College in the South and Initial Accrediting Activities (1912-1928); (3) A Period of Transition--New Accrediting Procedures for Two-Year Colleges in the South (1928-1962); (4) Expansion and Diversification of Two-Year Colleges in the South (1962-1972); (5) A Current Profile of Two-Year Colleges in the South; and (6) The Two-Year College in the South: Emerging Trends and Implications for Change in Higher Education. The sixth chapter is a response by two members of the Commission on Colleges to the presentation of this material to the 1972 annual meeting of the South Association of Colleges and Schools. (KM)

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Accreditation of Two-Year Colleges in the South

Robert W. Day
Barry L. Mellinger

JC 730 218

Commission on Colleges
Southern Association of Colleges and Schools

1973

Southern Association of Colleges and Schools
795 Peachtree Street, N. E.
Atlanta, Georgia 30308

UNIVERSITY OF CALIF.
LOS ANGELES

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Foreword

This paper reviews and comments on the accreditation of two-year colleges in the South and the responsibilities assumed by the Commission on Colleges of the Southern Association of Colleges and Schools in recognizing these institutions. This paper was researched by two staff members of the Commission on Colleges and was presented, in part, to the College Delegate Assembly of the Southern Association of Colleges and Schools at the 77th Annual Meeting in New Orleans, Louisiana, on December 11, 1972. Following the presentation, two distinguished members of the Commission on Colleges reacted to it and projected further implications for the two-year college. Their remarks are included in this publication (Chapter 6).

Permission to conduct this study was granted by the Executive Council* of the Commission on Colleges in 1971. However, the opinions and observations expressed are those of the authors and other staff members of the Commission on Colleges.

*Cecil Abernethy, Dana Hamel, Harriet Hudson, Cecil Humphreys, Richard Morley, John Peoples, Clarence Scheps, William Self, and Jack Williams, Chairman.

Introduction

A relatively new form of higher education, the two-year college has for many years been viewed as a second-class citizen by many legislators, educators, parents, and students. Once considered a finishing school for high school graduates and a haven for senior college drop-outs, the two-year college has only recently received recognition for providing its students meaningful alternatives for achieving personal and career goals.

The sequence of events leading to the recognition of two-year colleges has not been coincidental and without precedent. At one time, the land-grant university was viewed as suspect because of its emphasis on the "practical" curriculum. Likewise, the teachers' college was initially questioned as a viable institution because of its role and scope within higher education. It is noteworthy that both of these "unconventional" forms of higher education eventually achieved acceptability in higher education. In the same manner, the two-year college has "arrived," as it has gradually assumed a more significant role in higher education.

Tantamount to the development of the two-year college has been its recognition and acceptance by the regional accrediting associations. In the southern region, the two-year college began to receive attention during the 1920's. The Southern Association of Colleges and Schools and its Commission on Colleges have actively sought to refine policies and procedures related to the recognition and accreditation of different types of two-year colleges.

In 1925 only two junior colleges were listed in the membership of the Commission. Both were single-purpose, church-related institutions which enrolled fewer than 100 students each. In 1971, 251 two-year colleges were listed in the membership, including public and private junior colleges, comprehensive multi-campus community colleges, and specialized and technical institutions. At the close of fall registration in 1971, more than 350,000 full-time equivalent credit students were enrolled in two-year institutions in the southern region.

Over the years, the need to adopt new procedures and techniques to accredit two-year colleges became apparent. However, no attempt has previously been made to analyze and document how the Commission on Colleges has responded to the growth and development of two-year colleges in the South.

The purpose of this study is to convey the historical relationship between the Commission on Colleges and the development of two-year colleges in this region. Through an analysis of official records of the

Commission on Colleges and other related materials on the two-year college, an effort is made to present the evolution of the two-year college in the South and resultant influences on accreditation. In addition, an effort is made to project future implications of the two-year college for accreditation and higher education in the South.

Appreciation is extended to the Executive Council and staff of the Commission on Colleges for their support of this study. Special thanks go to Dr. James L. Wattenbarger, Director of the Institute of Higher Education, University of Florida, and Dr. Dana B. Hamel, Chancellor, Virginia Community College System, for their assistance and their timely observations on the future of two-year colleges. Finally, appreciation is extended for the contributions to this study of many representatives of two-year colleges and state officials for two-year colleges.

ROBERT W. DAY
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Chapter 1

AN OVERVIEW OF THE DEVELOPMENT OF TWO-YEAR COLLEGES IN THE SOUTH

Two-year colleges have existed in the South for almost a century. Only within the last few decades, however, have these institutions earned acclaim as the means through which purposeful goals in higher education could be realized. The development of the two-year college in the South was predated by the private, denominational academies founded during the early and middle 1800's. Public higher education at that time was virtually unknown, the burden of responsibility carried primarily by the private sector.

Since the church was a major socializing force in the South during the nineteenth century, the philosophical basis for private education was generally circumscribed by denominational doctrines. Consequently, many church-related academies were founded to serve the needs of individuals who would perpetuate the tenets of these denominations. Through the concerted efforts of various Protestant denominations, notably the Baptists and the Methodists, the denominational seminary was founded to prepare men of the faith for careers in the ministry. Since many faiths viewed educational and spiritual needs as inseparable, the combination academy-seminary became a commonplace institution by the late 1800's. The private woman's academy became prevalent after 1850. When established, the private academy for women served as a "finishing school" for young girls from prominent families in the denomination.

After 1850 several of the private academies began to offer post-secondary level work in the liberal arts. In almost all cases, the advanced work was offered in conjunction with the secondary level curriculum. The same teachers taught at both levels, and classes were held within the same buildings.

Not until 1898 did a clearly identifiable two-year college appear in the South. In that year, Decatur (Tex.) Baptist College (now Dallas Baptist College) was opened. Many historians of junior college development have recognized this institution as being the "oldest junior college in continuous existence today" (Colvert & Littlefield, 1961, p. 36).

After the turn of the century, several leading educators considered the possibility of providing public postsecondary educational opportunities for students at a relatively modest cost. President William Rainey Harper of the University of Chicago established a lower division, or "junior college," at that institution in 1896 as an experiment, subsequently influencing the planning of other junior colleges in Illinois.

The Joliet Junior College, established in 1901 as part of the secondary school system in Joliet, Illinois, became recognized as the first public junior college in America. Other junior colleges were started in California, Kansas, and Michigan (Blocker, Plummer, & Richardson, 1965).

The development of the public junior college in several southern states followed closely the development of these institutions in other sections of the country. In 1908 the Mississippi legislature passed an act which established two agricultural high schools in each county, one for whites and one for blacks. Fifty-one of these high schools were subsequently established in Mississippi under this act. Several of these high schools constructed dormitories for the children of families who lived in remote areas, and in 1922 two of these high schools inaugurated junior college work. These junior colleges were eventually separated from the local secondary schools to become Hinds Junior College, Raymond, Mississippi, and Pearl River Junior College, Poplarville, Mississippi.

In 1928 legislation was passed authorizing the creation of additional public junior colleges in Mississippi. A Junior College Commission was authorized to coordinate the planning and development of these institutions. By 1930, 11 junior colleges had been established in Mississippi through the upward extension of the curricula in the high schools. Some vocational-technical curricula were added in these institutions to supplement the standard agriculture and home economics curricula (Blocker, Plummer, & Richardson, 1965). This development served not only to broaden and deepen the educational opportunities for students but also to assure continued support of these institutions through a county-wide tax base (Todd, 1962).

Similar legislation was passed in Texas in 1929 through an act providing for public junior colleges under the independent control of local school boards. These colleges were also primarily oriented toward agricultural and domestic education. Within several public school districts the junior colleges sought to become independent of, but coexistent with, the local school district. By 1937 junior colleges in two public school districts in Texas succeeded in establishing distinct junior college districts. By obtaining additional tax support in a local referendum, Blinn College (Blinn College, 1971), Brenham, Texas, and Paris Junior College (Paris Junior College, 1971), Paris, Texas, became the first district junior colleges in Texas.

The development of the public junior college in Mississippi and Texas predated the development of these institutions in other southern states. With the exception of one public junior college in Florida (Palm Beach Junior College) and several private junior colleges which later became tax-supported, the public junior college did not emerge until the 1950's. Statewide systems of comprehensive community and junior colleges, as they exist today, did not appear in most southern states until the 1960's.

Chapter 2

THE EMERGING TWO-YEAR COLLEGE IN THE SOUTH AND INITIAL ACCREDITING ACTIVITIES (1912-1928)

Founded in 1895 as the Association of Colleges and Secondary Schools of the Southern States, the Southern Association was principally concerned with the growth and development of degree-granting institutions in the South. Its purposes were:

1. To organize southern schools and colleges for cooperation and mutual assistance,
2. To elevate the standard of scholarship and to effect uniformity of entrance requirements,
3. To develop preparatory schools and cut off this work from the colleges (*Proceedings*, 1972, p. 5).

With the advent of the junior college movement in Illinois and other states, the emerging junior college in the South was brought to the attention of the Southern Association as early as 1911. Professor Elizabeth A. Colton of Meredith College (N. C.) presented several papers on the junior college movement which were delivered at the Annual Meetings between 1911 and 1915 and published in the *Proceedings* of the Association.

By 1915 the Association passed a special bylaw which prescribed certain requirements for junior colleges seeking recognition.

To be accepted as a member of this Association a junior college must meet the following conditions:

The college work must be the essential part of the curriculum, and names of the college students must be published separately. . . . Requirements for graduation must be based on the satisfactory completion of thirty year-hours of work corresponding in kind and grade to that given the freshman and sophomore years of colleges belonging to the Association; the junior college shall not confer a degree, but may award diplomas; the number of teachers, their training, the amount of work assigned them, the number of students, the resources and equipment of the college are all vital factors in fixing the standard of an institution and must be considered in accepting a junior college for membership. On these points the Executive Committee shall make regulations, and compliance therewith shall be a condition essential to their recommendation (Snively, 1945, p. 443).

Although recognized in 1915, junior colleges were not admitted to membership in the Southern Association until 10 years later.

A separate Commission within the Association was created in 1917 "to undertake the classification of higher institutions of learning"

(*Proceedings*, 1916, p. 26). This body, the Commission on Institutions of Higher Education, was charged with performing those functions related to the accreditation of colleges, including the formulation of standards to be met, the "inspection" and "investigation" of institutions, and the carrying out of recommendations for admission to membership. Thirty-nine persons, representing various member colleges and secondary schools in the Association, served on the Commission in 1917.

The Standards initially adopted by the Commission in 1921 reflected a philosophy that standards should "fix a point of beginning . . . [and] draw a line below which no institutions [would] contentedly rest" (*Proceedings*, 1921, p. 77). These Standards were designed for all types of institutions and were quite quantitative in nature to assure greater uniformity in measuring institutional performance. Since both member and applying institutions were largely senior colleges and universities, minimum levels of performance established by the Standards were most applicable to these institutions.

The American Association of Junior Colleges (AAJC) held its first meeting in Chicago in February, 1921. Representatives from 70 colleges throughout the country attended this meeting to discuss common needs and interests and to formulate standards for junior colleges. The American Association of Junior Colleges recognized, however, that accrediting authority was "vested in educational groups outside the American Association" (Colvert & Littlefield, 1961, p. 37).

Junior College Standards Adopted

At the 27th Annual Meeting of the Southern Association in 1922, President J. C. Fant of Mississippi State College for Women read a paper on junior colleges, suggesting that specific standards be adopted for these institutions. The paper was referred to a special committee of the Commission, the Committee on Principles for Accrediting Junior Colleges. A report from this Committee on the development of standards for these colleges was requested for the Annual Meeting in 1923.

In attempting to devise standards for junior colleges, this Committee relied heavily upon input from other organizations which had previously adopted guidelines for the development of the junior college. The National Committee on College Standards, for example, under the auspices of the American Council on Education, played a major role in this capacity. Chancellor J. H. Kirkland of Vanderbilt University, who was Chairman of the Executive Committee of the Commission, reported in 1924 that the National Committee had established its own standards for junior colleges. He also commended the Southern Association for adopting many of the National Committee's guidelines in writing its own standards for junior colleges. The standards earlier adopted by the American Association of Junior Colleges in 1921 were also used as

guidelines for writing the Southern Association's *Standards for Junior Colleges*.

The Committee on Principles for Accrediting Junior Colleges recommended 15 standards for junior colleges for approval by the Commission at the 1923 Annual Meeting. These Standards were approved and adopted by the Commission and the Southern Association in December, 1923 (See Table I).

TABLE I
Standards for Junior Colleges^a
1925

Standard Number 1. *Entrance Requirements.* The requirement for admission shall be the satisfactory completion of a four-year course of not less than fifteen units in a secondary school approved by a recognized accrediting agency. Any junior college affiliated with recognized senior colleges may be called upon at any time for a record of all the students entering the freshman class, such record to contain the name of each student, his secondary school, method of admission, units offered in each subject, and total units accepted.

Standard Number 2. *Requirements for Graduation.* The minimum requirement for graduation shall be sixty semester hours of credit.

Standard Number 3. *Degrees.* Junior colleges shall not grant degrees.

Standard Number 4. *Number of College Departments.* The number of separate departments maintained shall not be less than five (English, History, Foreign Language, Math, Science) and number of teachers not less than five giving full time to college work.

Standard Number 5. *Training of the Faculty.* The minimum preparation for teachers shall be not less than one year of work satisfactorily completed in a graduate school of recognized standing, it being assumed that the teachers already hold the baccalaureate degree.

Standard Number 6. *Number of Classroom Hours for Teachers.* The average number of credit hours per week for each instructor shall not exceed sixteen.

Standard Number 7. *Number of Students in Classes.* The number of students in a class shall not exceed thirty (except for lectures). It is recommended that the number of students in a class in a foreign language shall not exceed the number for which desk space and equipment have been provided.

Standard Number 8. *Support.* The minimum annual operating income for the two years of junior college work should be \$20,000, of which not less than \$10,000 should be derived from stable sources other than students, such as public support or permanent endowment. Increase in faculty, student body, and scope of instruction should be accompanied by increase of income, from such stable sources. The financial status of each junior college should be judged in relation to its educational program.

Standard Number 9. *Library.* A working library of not less than 2500 volumes, exclusive of public documents, shall be maintained and a read-

ing room in connection with the library. A definite annual income for the support of the library shall be provided.

Standard Number 10. *Laboratories.* The laboratories shall be adequately equipped for individual instruction in courses offered and an annual income for their up-keep provided. It is recommended that a school with a limited income be equipped for good work in one or two sciences and not attempt work in others.

Standard Number 11. *Separation of College and Preparatory Classes.* Where a junior college and a high school are maintained together, it is required that the students be taught in separate classes.

Standard Number 12. *Proportion of Regular College Students to the Whole Student Body.* At least 75 percent of the students in a junior college shall be pursuing courses leading to graduation.

Standard Number 13. *General Statement Concerning Material Equipment.* The location and construction of the building, the lighting, heating, and ventilation of the rooms, the nature of the laboratories, corridors, closets, water supply, school furniture, apparatus, and methods of cleaning shall be such as to insure hygienic conditions for both students and teachers.

Standard Number 14. *General Statement Concerning Curriculum and Spirit of Administration.* The character of the curriculum, efficiency of instruction, and spirit of the institution shall be factors in determining its standing.

Standard Number 15. *Extra-Curricular Activities.* Athletics, amusements, fraternities, and other extra-curricular activities shall be properly administered and shall not occupy an undue place in the life of the college.

Standard Number 16. *Inspection.* No college shall be recommended for membership until it has been inspected and reported upon by an agent or agents regularly appointed by the Commission. Any college of the Association shall be open to inspection at any time.

Standard Number 17. *Filing of Blank.* No institution shall be placed or retained on the approved list unless a regular information blank has been filed with the Commission. The list shall be approved from year to year by the Commission. The blank shall be filed triennially, but the Commission may for due cause call upon any member to file a new report in the meantime. Failure to file the blank shall be cause for dropping an institution.

**Proceedings*, 1925, pp. 367-369

In 1924 the Commission was authorized to provide report forms for junior colleges similar to those forms used by senior colleges. These forms served to identify junior colleges which complied with the Standards and which could work toward achieving full membership in the Southern Association.

Junior Colleges Admitted to Membership

Two junior colleges were admitted to membership at the Annual Meeting in 1925. Virginia Intermont College, Bristol, Virginia, founded in 1884, was admitted as a private woman's junior college under the

control of the Baptist Church. Virginia Intermont was one of the first junior colleges in the South, having become "identified with the new junior college movement in 1910" (Virginia Intermont College, 1971, p. 12). Ward-Belmont College, Nashville, Tennessee, was also admitted to membership in 1925. This institution was established as a private two-year woman's college under the control of the Baptist Church, after the merger of the Ward Seminary and Belmont College in 1913.

New Standing Committee Authorized

As a result of the accreditation of the first junior colleges in 1925, the Commission authorized a Standing Committee for Junior Colleges to process and evaluate the reports of other two-year institutions which applied for membership. This Committee on Junior Colleges was responsible for reviewing annual reports of junior colleges and making recommendations to the Commission concerning their admission to membership. Ordinarily junior colleges were recommended for membership after they had "offered work of college grade for at least four years and had graduated at least two classes with two full years of college work each" (*Proceedings*, 1928, p. 40). Once admitted to membership, junior colleges were required to submit annual reports for review by the Committee on Junior Colleges to assure that they continued to comply with the Standards. Based on these annual reviews, the Committee recommended to the Commission on Institutions of Higher Education those junior colleges to be placed on probation for failing to meet one or more of the Standards. An institution on probation was identified in the member list by a footnote, indicating the specific Standards not being met.

By 1928 the Standing Committee for Junior Colleges broadly represented the membership of the Southern Association. Among the nine members on the Committee in that year were four representatives of senior colleges and universities, two junior college presidents, and three high school principals. Seven states in the region were represented, and both public and private sectors at the high school, junior college, and college and university levels were represented (*Proceedings*, 1928, p. 40). Since the Committee consisted of representatives of all types of institutions and interests within the Association, it served to facilitate articulation of needs for junior college education among the various levels of the Association's membership. With the new junior college movement in the South, articulation became a primary concern of the Standing Committee for Junior Colleges.

Chapter 3

A PERIOD OF TRANSITION—NEW ACCREDITING PROCEDURES FOR TWO-YEAR COLLEGES IN THE SOUTH (1928-1962)

Initially established as the upward extension of the secondary school, junior colleges in the South were admitted to membership in the Southern Association on almost an identical basis as senior institutions. Standards were established for junior colleges, and these institutions had to comply with these Standards in order to be admitted to membership. As a relatively new genre of institution, however, the junior college needed to acquire its own identity in order to achieve acceptance and recognition by other member institutions. Achievement of this identity was greatly facilitated by the Commission on Institutions of Higher Education.

Greater Articulation Sought

Members of the Commission soon became cognizant of the need for articulation of goals and objectives between junior and senior colleges, as junior college graduates sought entry to senior colleges. Since junior colleges were generally established as outgrowths of the secondary school, some representatives of senior institutions questioned whether graduates of junior college programs could succeed in the senior college. As early as 1928 the Chairman of the Commission on Institutions of Higher Education recognized the achievements of students transferring from the junior college to the senior college:

We note with interest the results reported by investigators into the records of students transferred from accredited junior colleges into higher institutions; in general, their records compared very favorably with records of students who had taken their full four years in the higher institutions concerned (*Proceedings*, 1928, p. 41).

The Standing Committee on Junior Colleges expressed concern, however, for those junior college students who lost credits in transferring from the junior to the senior institution.

... your Committee feels strongly that it is unfair to the student and unwise in the higher institution to so reduce or even decline credit for the junior college courses that the student loses time seriously in the matter of earning his degree at the higher institution entered; he may even abandon entirely the effort to continue his education beyond the junior college, though the foundation laid there for advanced work is sound and satisfactory in every essential requirement (*Proceedings*, 1928, p. 41).

The Committee did note with optimism that most senior institutions

at that time were "sympathetic and cooperative with accredited junior colleges in this matter" (*Proceedings*, 1928, p. 41).

Also in 1928, the Standing Committee on Junior Colleges sought to improve articulation within those secondary schools which offered programs at the postsecondary level. A Committee on Relation of the Secondary School to the Junior College was appointed to study institutions which offered these combined programs. This Committee served two major purposes: (a) to determine guidelines for the Commission to follow in accrediting these institutions and (b) to determine guidelines for both the high school division and the junior college division. In defining the Commission's responsibilities, this Committee recommended that the

... accrediting of a Junior College by the Commission on Higher Institutions [sic] carry with it the accreditation of only the last one or two years of high school work in that Junior College, that no fee for the high school be charged, and that the high school department be not listed separately (*Proceedings*, 1930, p. 90).

A similar statement was approved by the Commission on Secondary Schools in 1931. The actions of these two Commissions established the precedent of evaluating the "four-year" junior college (two years of high school and two years of college) by the same standards used to evaluate the two-year junior college. Undoubtedly, this served to facilitate the planning of programs for students at both the secondary school and junior college levels.

In establishing guidelines for the evaluation of the secondary program and the junior college program, the appointed Committee reviewed reports and "inspections" of these institutions and made necessary recommendations to the Commission. With regard to the entrance of students to the junior college component, the Committee recommended that

... all students entering the first year of such an institution shall have completed two full years of high school work, consisting of not less than seven acceptable units, done in a secondary school that is, or schools that are, approved by this Association, or by another recognized accrediting agency, or the equivalent of such a course as shown by examination (*Proceedings*, 1928, p. 93).

Guidelines such as this likely served to help some institutions reassess their educational objectives for the two levels of work offered. By requiring certain criteria by which an institution had to differentiate between the secondary and the junior college program, this Committee's recommendations may have encouraged some institutions to reconsider the feasibility of operating two levels of programs. At the very least, the Committee's recommendations and the Commission's action may have served to improve the articulation of objectives between these two levels of education.

Educational Experiment Conducted

At the time junior colleges were operated cooperatively with secondary schools, the Commission continually evaluated the effectiveness of this type of organization. In 1935 the Commission approved a request by George Peabody College for Teachers, Nashville, Tennessee, to undertake an educational experiment to evaluate the integration of the last two years of high school with the first two years of college. With this authorization, the Peabody Experimental Junior College was started in the fall of 1936 under the general supervision of a Southern Association committee. The College was created to

... demonstrate the best practices in organization, teaching, and administration for this type of institution ... [by] linking in its curriculum the last two years of high school and the first two years of college, thus constituting the capstone of a continuous, unbroken integrated program of general, cultural, liberal education (*Southern Association Quarterly*, 1937, p. 54).

The head of this program reported in 1936 that the College was

... adhering closely to the Standards of the Southern Association in such matters as entrance requirements, student load, faculty degrees; length of recitation period, etc. (*Southern Association Quarterly*, 1937, p. 54).

The continuation of the program, therefore, was approved by the Commission, and, by the fall of 1938, enrollment in the Experimental College had grown to 346. Because funds to continue the project became limited, however, the junior college was discontinued.

The work of the Commission with the Peabody Experimental Junior College and other junior colleges in the 1930's confirmed the need to re-evaluate the effectiveness of the *Standards for Junior Colleges*. It became incumbent upon the Commission on Institutions of Higher Education to adopt a more inclusive statement of principles and philosophy to recognize different types of junior colleges and to support innovations in these institutions. Consequently, in 1938 a Committee on the Revision of Junior College Standards was appointed. This Committee was to undertake the first comprehensive assessment of the *Standards for Junior Colleges*.

Revised Junior College Standards Approved

Flexibility was the most important characteristic of the proposed new *Standards for Junior Colleges* adopted by the Commission in 1940. Standard 1 (Statement of Principles) laid the groundwork for the new *Standards for Junior Colleges*.

A flexible rather than a rigid system should be the guiding principle in formulating standards for educational institutions in a democracy. Schools and colleges should be encouraged to be different rather than be pressed

into set molds to make them all alike. Junior colleges should carefully define their aims and objectives and be judged as a whole, in terms of what it *is* and *does*, giving special attention to the quality as well as the quantity of work done (*Southern Association Quarterly*, 1940, pp. 335-336).

One notable feature of the new Standards was the recognition of both two-year and four-year (two years of high school and two years of college) junior colleges. Standard 2 (Organization) and Standard 3 (Entrance Requirements) outlined further the criteria by which the four-year junior college could be admitted to membership. Standard 6 (Instruction) required that effective instructional practices be maintained in the junior college, and Standard 9 (Instructional Expenditures) required that these instructional practices be sufficiently funded by the supporting agency of the institution (*Southern Association Quarterly*, 1940, pp. 334-340). These requirements helped assure that all junior colleges operated at least at a minimum level in fulfilling their stated goals and objectives.

At the same time the *Standards for Junior Colleges* were revised, the Standing Committee for Junior Colleges began special surveys of both member and applying junior colleges to assure that prescribed levels of performance were met. A "special study" was conducted on the campus of junior colleges seeking initial membership in the Association. In 1939 two junior colleges received a "special study" and were admitted to membership the following year. Once admitted to membership, junior colleges were required to report to the Standing Committee on Junior Colleges every three years through the "Association Survey." This instrument, however, was discontinued briefly during the war years when the Commission and Standing Committee did not meet.

After World War II, the Veterans' Administration program stimulated many junior colleges to diversify their offerings. As skilled and unskilled veterans entered the college market, the demand for vocational-technical programs increased, particularly within developing public junior colleges. Many vocational-technical certificate and diploma programs were initiated by these colleges and subsequently approved by the Commission. In addition, students began to seek greater recognition for completion of college transfer programs in the junior college.

In 1947 the degree "Associate of Arts" was approved for the first time by the Commission. This degree provided recognition for junior college graduates wishing either to pursue further study in a senior college or to obtain employment.

Junior College Standards Revised Further

Because of the diversification of curricula in junior colleges after the War, another major revision of the *Standards for Junior Colleges* was approved by the Commission in 1950. Among the changes in the new Standards was the modification of criteria for junior colleges affiliated

with the secondary school. Recognizing the validity of the two-year, three-year, and four-year junior college, the new Standards required that

Where a junior college is a unit of a public school system, the administration, management, financial and student accounting, and general operation of the college must be as such to reflect clearly the situation pertaining to the college as distinguished from the other units of the public school system, since the college only will be considered and evaluated under these criteria (*Proceedings*, 1950, p. 245).

These new *Standards for Junior Colleges* also provided considerable leeway for entrance requirements, programs of instruction, and graduation requirements. These Standards still contained a large number of quantitative requirements, although sufficient flexibility was provided so that varying types of junior colleges were eligible for accreditation. More significantly, these new Standards sanctioned the development of the comprehensive curriculum in the two-year college, including:

A curriculum preparing students for senior college courses in liberal arts or pre-professional fields;

A program of one or more years of terminal or vocational work which may include short occupational and other courses;

General education; and

The junior and senior years of high school, if the junior college unit is so organized to include them (*Proceedings*, 1950, p. 246).

Publicly supported junior colleges were encouraged

... to follow the pattern of the "community college," definitely serving a community or an area with general and special curricula, including a program of adult education (*Proceedings*, 1950, p. 246).

Thus, as early as 1950, the Commission urged the development of the comprehensive curriculum within new public junior colleges, yet insisting that effective levels of performance be maintained in all types of two-year colleges.

To follow up the inauguration of the new *Standards for Junior Colleges*, the Standing Committee was authorized to gather statistical data from all member junior colleges. Information was gathered on one or more of the Standards each year between 1950 and 1961 for review and analysis by the Committee. Institutions not complying with the particular Standard(s) under study were identified in the membership list with an asterisk until deficiencies were removed. In addition, many institutions not complying with the Standards were authorized to receive "inspections" from representatives of the Commission.

Because of the growing number of junior colleges in the membership and the heavy responsibility of Standing Committee members for reviewing reports, many persons believed that the "machinery of junior college accreditation should be reviewed" (*Proceedings*, 1955, p. 156). This situation was alleviated initially through the appointment of a screening committee which reviewed junior college reports in the fall prior to the Annual Meeting. This subcommittee served to lighten the discussion of reports at the Annual Meeting, but it was unable to review all reports on "special studies" conducted in new and applying junior colleges. The reports for senior colleges were analyzed by two types of committees, one for applying institutions submitting "special studies" reports for initial accreditation and another for member institutions submitting annual reports on Standards. These committees were known as the Committee on Admission to Membership and the Committee on Standards and Reports, respectively. In 1955 these two types of committees were also appointed for junior colleges.

Increased Representation Sought

With the approval of these two new standing committees for junior colleges, an amendment to the Constitution was proposed by the Commission in 1956 to increase the representation of junior colleges in the Commission. In that year, 194 four-year colleges and universities and 103 junior colleges held membership in the Commission. Therefore, to assure more appropriate representation of member colleges on the Commission and to redistribute the workload, an amendment was approved for increasing the membership of the Commission on Colleges from 45 to 54, with the following apportionment:

Senior college representatives	28
Junior college representatives	9
Secondary school representatives	11
College representatives at large	6
<i>(Proceedings, 1957, pp. 152-153).</i>	

The passage of this amendment further assured that junior colleges in the southern region could exercise a voice in matters pertaining to the accreditation of these types of colleges.

Also in 1956, the Commission on Colleges considered the feasibility of conducting periodic evaluations of member institutions: General dissatisfaction had been expressed within the Commission over the fact that institutions were not engaged in meaningful activities related to self-improvement. The report of the Chairman of the Commission on Colleges in 1955 reflected this concern when it was reported that "many institutions have not been visited by a committee since being admitted to the Association" (*Proceedings*, 1955, p. 156). Consequently, at the Annual Meeting in 1955 the Commission authorized a study to "explore

the possibility of [conducting] periodic visits to member institutions as part of a pattern of accreditation" (*Proceedings*, 1955, p. 149). The Standing Committee for Junior Colleges had endorsed this idea and suggested that the periodic visit replace the system of annual reporting.

Self-Study Program Initiated

In 1957 informal discussions were held between the Commission on Colleges and the Southern Regional Education Board concerning joint research to identify procedures for a program of periodic institutional self-study and evaluation. A plan was subsequently approved to establish an experimental self-study program in which institutions evaluated their own success in achieving stated objectives followed by a visiting committee evaluation. A grant for \$24,000 was provided in 1958-59 by the Southern Regional Education Board to conduct such a program on a voluntary basis in several institutions. Eight institutions were selected to participate in the pilot study, two of which were junior colleges: Mars Hill College in North Carolina and Middle Georgia College. These two colleges received visiting committees in that year for reaffirmation of accreditation (*Proceedings*, 1959).

Initially conducted on an experimental basis, the Self-Study Program was approved in 1960 by the Executive Council of the Commission as a requirement for initial accreditation and for reaffirmation of accreditation. (In 1966 the requirement of a self-study prior to initial accreditation was dropped.) The Executive Secretary of the Commission was empowered to negotiate with member institutions in setting a date for participation in the program. Each member institution was expected to complete a self-study and receive a visiting committee once in every ten-year period, based upon the initial year of accreditation.

Uniform Set of Standards Adopted

At the same time pilot self-studies were begun, the Commission gave further attention to the revision of Standards. Recognizing that the Standards had become too quantitative, the Commission sought to update them to permit greater flexibility in evaluating institutions. Therefore, an ad hoc committee was appointed in 1959 to explore the need to revise completely the *Standards for Senior Colleges* and the *Standards for Junior Colleges*. This committee initially recommended that the Standards should be developed on a comprehensive rather than a piecemeal basis and that they should reflect qualitative rather than quantitative measures.

Subcommittees for each Standard were appointed in 1960 to "develop Standards applicable to all types of institutions and to develop Standards in two parts—(a) a statement of principles and (b) illustrations and interpretations" (*Proceedings*, 1962, p. 183). Revisions of the Stan-

dards were drafted by these subcommittees during 1961 and 1962, and at the Annual Meeting in 1962 a completely new set of Standards was approved by the College Delegate Assembly. The approval of these Standards had the effect of establishing the same general evaluative criteria for junior colleges as for senior colleges while retaining specific criteria which were still deemed applicable to junior colleges. Moreover, the flexibility which characterized these new Standards suggested that further changes were yet to come in the development of two-year colleges.

Chapter 4

EXPANSION AND DIVERSIFICATION OF TWO-YEAR COLLEGES IN THE SOUTH (1962-1972)

Influenced by major social, political, and economic factors, two major changes occurred in southern postsecondary education during the 1960's:

- Existing two-year colleges experienced changes in the scope of their offerings; and
- Large numbers of varying types of new public postsecondary institutions were established.

During the late 1950's and early 1960's, existing public junior colleges in the South greatly expanded the scope of their offerings. In response to the demands of business and industry for increased numbers of skilled and semiprofessional personnel and stimulated by the availability of substantial state and federal funds, vocational-technical programs were rapidly added to the curricula offered by junior colleges. In addition, noncredit adult and continuing education programs were expanded.

An increased orientation to community needs also prompted the addition of a variety of community service programs, further contributing to the complexity and comprehensiveness of public two-year colleges. In contrast to their historical emphasis on college transfer curricula, existing public junior colleges rapidly became comprehensive community colleges. This development served to provide educational opportunities for many persons not previously able to continue their education at the postsecondary level. Consequently, the two-year comprehensive community college emerged, assuming a new and unique role in American higher education.

New Institutions Established

The need for expanded educational opportunities at the postsecondary level also stimulated the development of new institutions. Postsecondary institutions of three major types were established in large numbers during the 1960's.

- Comprehensive community colleges;
- Degree-granting technical institutes; and
- Non-degree-granting area vocational schools.

A major factor in the growth of these types of new institutions was the development of state systems of postsecondary institutions in the South. As state legislatures assumed a more dominant role in the planning and development of public higher education, the growth of public postsecondary institutions was accelerated. Within the Southern Association region, Georgia, Mississippi, and Texas had established state systems of public two-year colleges during the 1920's and 1930's. The majority of southern states, however, created these systems through legislation enacted after 1960.

Changes Observed at the National Level

The rapid increase in numbers of specialized postsecondary vocational-technical institutions in the 1960's prompted much discussion at the national level of procedures for accrediting these institutions. In 1966 the Federation of Regional Accrediting Commissions of Higher Education (FRACHE) adopted guidelines for programs of specialized education. The Executive Council of FRACHE adopted a policy on general education requirements in technical, specialized, and professional programs; one-fourth of the specialized programs in special-purpose institutions was to consist of courses in "humanities, social studies, and natural sciences" (Federation, 1966, p. 1). While the Commission on Colleges had already established requirements for general education in special-purpose institutions, the policy established by FRACHE served as a guide for evaluating these institutions in all regional associations.

The National Commission on Accrediting (NCA) recommended to FRACHE in 1967 that the regional associations assume the responsibility for approving institutions of specialized and vocational education. The Executive Council of FRACHE appointed a committee, chaired by Gordon W. Sweet, Executive Secretary of the Commission on Colleges, to study ways and means for evaluating postsecondary vocational-technical institutions.

This committee prepared several recommendations which were subsequently endorsed by the FRACHE Council. First, the Council agreed that the regional associations should undertake to accredit technical institutes which offer the associate degree. In addition, it was agreed that each regional association should also accept responsibility for accrediting noncollegiate vocational-technical institutions. To accomplish this goal the Executive Council of FRACHE approved the establishment of a National Committee for Occupational Education, consisting of representatives of FRACHE, the NCA, and professional agencies representing vocational-technical schools.

The proposal to establish the National Committee was favorably received and endorsed by the Executive Council of the NCA in late 1967.

In spite of this action, opposition to the proposal from certain agencies which represented the interests of proprietary vocational-technical institutions and the U.S. Office of Education ultimately led to the withdrawal of the proposal.

FRACHE continued to study the evaluation and accreditation of occupational education. In 1970 FRACHE and the Council of Regional Secondary School Accrediting Commissions (CORSSAC) undertook a cooperative study of accreditation and its relationship to occupational education. The purpose of this study was to identify the activities related to the evaluation and accreditation of occupational education within the regional associations and to recommend means for improvement. The study focused on the identification of numbers and types of institutions which offered occupational education in each region, the structure of the regional associations, the standards of the associations, the decision-making bodies and processes of the associations, and the evaluation process (Federation, 1970).

Vocational-Technical Institutions Recognized

Consideration was given at the national level to the accreditation of vocational-technical institutions during the mid and late 1960's.

The Commission on Colleges, however, was already aware of the need to evaluate these new and rapidly developing institutions. As early as 1958 Gordon W. Sweet, Executive Secretary of the Commission, reported to the Executive Council that

There is an urgent need and demand for expanding our activities in the area of post-secondary specialized institutions. The growth of technical institutes and vocational schools of all types has caused those of high quality to urgently request the Southern Association to take the leadership in recognizing them and in setting standards for them (Sweet, 1958, p. 5).

The Commission approved a plan in 1959 to evaluate special-purpose institutions and, in that same year, appointed a Committee on Accrediting Postsecondary Specialized and Technical Institutions. Because of the varied role and scope of special-purpose institutions, the Committee was initially concerned with the feasibility of applying the existing Standards to evaluate them. Some individuals within the Commission felt that the Standards were not valid for evaluating special-purpose institutions because of alleged dissimilarities in faculties, programs, and resources. At the 1959 Summer Meeting of the Executive Council of the Commission, however, the Committee recommended that separate standards not be established for special-purpose institutions. The Committee also recommended that the Commission assume responsibility for accrediting these institutions by designing visiting committees to suit the character of each institution. It was recommended that, to be considered for accreditation, a special-purpose institution must (a) re-

quire a high school diploma for admission, (b) include some liberal arts work in its program, and (c) be a nonprofit organization.

Further recommendations were made by the Committee and approved by the Executive Council at the Annual Meeting in 1959. Special-purpose institutions seeking accreditation were required to participate in the Self-Study Program. Also, the Commission was expected to publish a list of accredited specialized and technical institutions and to state that the accreditation of these institutions did not imply full membership in the Association except in instances where the institution clearly met existing Standards for admission (*Proceedings*, 1959).

To govern the admission to membership of these institutions, the Committee on Specialized and Technical Institutions was empowered in 1961 to recommend accreditation and, at the Summer Meeting of the Council in 1962, was appointed as a separate standing committee of the Commission. By the fall of 1962 the new Committee was working with nine such institutions which qualified for membership. The Technical Institute of Old Dominion College, Norfolk, Virginia, was authorized to receive a "Special Study," and at the Annual Meeting in 1962, it became the first special-purpose technical institute admitted to membership (*Proceedings*, 1962).

In 1964 the Executive Council of the Commission on Colleges authorized three subcommittees to explore problems related to the accreditation of vocational-technical programs, noncredit programs, and sub-collegiate programs in two-year colleges. Collectively these committees were responsible for drafting a statement entitled "Supplementary Guidelines for Evaluating Programs of Specialized Education," which was approved by the Executive Council at the Annual Meeting. *Specialized education* was defined in this policy statement as "occupationally-oriented programs which may or may not lead toward an associate degree." Included in this definition were institutions which offered programs in vocational-technical education, adult education, and community service education at the postsecondary level (Southern Association, 1964).

Non-Degree-Granting Vocational Schools Approved

Although endorsing these guidelines, the Executive Council of the Commission expressed concern over the need for recognition of post-secondary, *non-degree-granting* schools of vocational-technical education. In 1966, therefore, the Council asked the Board of Trustees of the Southern Association to authorize a study of procedures for accrediting these institutions. In early 1967 the Southwide Conference on Occupational Education was held in Atlanta. Funded by the Southern Company and Southern Bell Telephone Company, the Conference attracted representatives from business, industry, and vocational education to

discuss the need for the Southern Association to evaluate and accredit these institutions. The recommendation that a new commission within the Southern Association be developed for this purpose came from this Conference. In the same year an ad hoc committee was appointed by the Board of Trustees of the Association to plan further developments for recognizing postsecondary, non-degree-granting institutions of vocational-technical education. Standards for accrediting these institutions were developed, and institutions were admitted to membership. This committee formally became one of the constituent bodies of the Southern Association in 1968, and at the 1971 Annual Meeting it became the fourth commission of the Association, the Commission on Occupational Education Institutions.

Evaluation of Vocational-Technical Education in Collegiate Institutions

The Commission on Colleges continued to work closely with the expansion of vocational-technical education in collegiate institutions. Southern Technical Institute, Marietta, Georgia, was accredited in 1964, and in 1967 Fayetteville Technical Institute, Fayetteville, North Carolina, and Chattanooga State Technical Institute, Chattanooga, Tennessee, were admitted to membership. With the subsequent addition of other two-year technical institutes and the rapid expansion of vocational-technical education in community colleges, an individual was added to the Commission staff in 1968 to work with these institutions.

Recognizing the rapid growth of vocational-technical offerings in community colleges and the increasing numbers of technical institutes, a Workshop on the Accreditation and Evaluation of Vocational-Technical Education in Collegiate Institutions was held in Atlanta in 1969. Members of the Commission on Colleges, vocational-technical personnel from community colleges and technical institutes, and representatives of state systems of two-year colleges attended this conference. The primary purpose of the meeting was to evaluate the effectiveness of the *Standards of the College Delegate Assembly* and the procedures of the Commission for evaluating vocational-technical education and to identify ways for improvement. The *Standards of the College Delegate Assembly* were analyzed to determine areas which needed additional interpretation or clarification for evaluating vocational-technical education. The most significant outcome of this Workshop was the incorporation of essential characteristics of vocational-technical education in the Standards approved at the Annual Meeting of the Association in 1970.

Another major challenge for the Commission on Colleges during the 1960's was the appointment of visiting committees for evaluating new community colleges and technical institutes. The role assumed by visiting committees in evaluating these institutions had grown substantially.

Between 1963 and 1972, the total number of visiting committees sent annually to two-year colleges in the southern region increased from 29 to 81. During this same 10-year period, the number of persons serving annually on visiting committees for two-year colleges increased from 108 to 582 (See Table II).

TABLE II
Total Number of Visiting Committees and Visiting
Committee Members Sent to Two-Year Colleges
in the Southern Association Region, 1963-1972

Year	Number of Committees	Number of Committee Members
1963	29	108
1964	25	82
1965	24	109
1966	30	120
1967	35	154
1968	69	365
1969	49	313
1970	62	381
1971	76	438
1972	81	582

While the increased number of persons serving on visiting committees was largely the result of additional committees, an increase in the average size of visiting teams also occurred. Since diverse types of programs were started in many new two-year colleges, additional persons were added to visiting committees for these institutions. While it was not feasible to place persons on a visiting committee to evaluate each specialized program offered, an attempt was made to add qualified individuals to evaluate broad clusters of vocational-technical and other specialized programs in two-year colleges. For example, one committee member was asked to evaluate a cluster of allied health programs, and another a cluster of industrial vocational-technical programs. For some very large, comprehensive two-year colleges offering several clusters of major programs, quite large visiting committees were appointed.

Commission Procedures Changed

Primarily in response to the large numbers of new two-year colleges seeking accreditation, major changes were made in 1966 in the procedure for the admission to membership of new institutions. In that year the Commission established two pre-accreditation classifications: "Correspondent" status and "Recognized Candidate for Accreditation."

In addition, an institutional self-study was no longer required prior to accreditation. Four years after initial accreditation, however, an institutional self-study and visiting committee were required for reaffirmation of accreditation. Although these new procedures served to increase the numbers and types of visiting committees of the Commission, they also served to assist new institutions in their development and in becoming accredited. For example, new institutions seeking the status of "Recognized Candidate for Accreditation" received a committee during their first year of operation to assist them in solving many of the problems of new institutions and in meeting the minimum requirements of the Standards. In addition, the requirement of a self-study and evaluation four years after initial accreditation served to assist new institutions in building on strengths and in removing weaknesses of early years of operation.

The diversification and growth of existing and new types of two-year colleges during the 1960's has had a major impact on higher education in the South. Indeed, the implications of the two-year college for higher education in the future have not yet been fully realized.

Chapter 5

A CURRENT PROFILE OF TWO-YEAR COLLEGES IN THE SOUTH

The opening of many new two-year colleges during the 1960's brought about significant changes in the membership of the Commission on Colleges. Between 1962 and 1971 two-year colleges increased from 32.2% to 41.6% of the total member institutions in the Commission on Colleges. Changes in two-year colleges in other areas, however, were even more dramatic. Much of this change occurred in four major areas: (a) number of colleges and enrollments, (b) curricula, (c) financial resources, and (d) governance.

Number of Colleges and Enrollments

Two-year colleges in recent years have increased considerably within the Commission on Colleges. Between 1966 and 1971 the number of accredited two-year colleges in the South increased from 143 to 251. The number of public two-year colleges increased from 79 to 192; yet the number of private two-year colleges decreased from 64 to 59 (See Table III).

TABLE III
Number of Accredited Public and Private Two-Year Colleges
in the Southern Association Region, 1966 and 1971

	1966	1971
Public	79	192
Private	64	59
Totals	143	251

Two-year colleges have also experienced a considerable increase in the numbers of students served. In 1966, 143 member two-year colleges enrolled approximately 150,000 full-time equivalent students; in 1971, 251 member two-year colleges enrolled more than 350,000 full-time equivalent students, an increase of more than 133% in only five years. A sizable proportion of this enrollment increase occurred in public two-year colleges. In 1966, for example, 77.2% of all full-time equivalent students enrolled in two-year colleges in this region attended public institutions; by 1971, however, this figure had increased to 92.1% (See Table IV). Clearly, the public sector has assumed an increasing role in educating two-year college students in recent years.

TABLE IV

Number and Percent of Full-Time Equivalent (FTE) Credit Students Enrolled in Accredited Public and Private Two-Year Colleges in the Southern Association Region, 1966 and 1971

	1966 *		1971	
	Number of Students Enrolled	% of Total Students Enrolled	Number of Students Enrolled	% of Total Students Enrolled
Public	116,700	77.2%	324,738	92.1%
Private	34,700	22.8%	27,830	7.9%
Totals	151,400	100.0%	352,568	100.0%

* 1966 enrollment figures are rounded in hundreds.

Two-year colleges, both public and private, claim a significant proportion of all students enrolled in southern institutions. In 1971 almost one-quarter (23.2%) of all full-time equivalent students enrolled in accredited institutions in this region attended two-year colleges. Florida led the other states in the region in both number and percentage of students enrolled in two-year colleges. Texas also enrolled a large number of students in two-year colleges (See Table V).

TABLE V

Number and Percent of Full-Time Equivalent (FTE) Credit Students Enrolled in Accredited Junior and Senior Colleges in the Southern Association Region, Fall 1971

State	Senior Colleges		Junior Colleges		Totals	
	Number of Students Enrolled	%	Number of Students Enrolled	%	Number of Students Enrolled	%
Alabama	76,428	77.6	22,095	22.4	98,523	100
Florida	111,588	54.7	92,576	45.3	204,164	100
Georgia	97,785	81.6	22,178	18.4	119,963	100
Kentucky	75,110	87.2	10,992	12.8	86,102	100
Louisiana	103,352	93.7	7,001	6.3	110,353	100
Mississippi	38,963	67.9	18,407	32.1	57,370	100
No. Carolina	117,815	74.1	41,201	25.9	159,016	100
So. Carolina	50,857	79.9	12,802	20.1	63,659	100
Tennessee	110,952	92.1	9,537	7.9	120,489	100
Texas	282,723	75.9	89,735	24.1	372,458	100
Virginia	99,629	79.3	26,044	20.7	125,673	100
Totals	1,165,202	76.8	352,568	23.2	1,517,770	100

Projections for the 70's: Number of Colleges and Enrollments

Two-year colleges will continue to increase within the membership of the Commission on Colleges. The Commission is currently working with more than 50 two-year colleges which hold the pre-accredited status of either "Correspondent" or "Recognized Candidate for Accreditation." In addition, states planning to add new institutions and new campuses of institutions will increase further the number of two-year colleges in the Commission's membership. With the addition of these institutions, two-year colleges may represent more than 50% of the total member institutions by 1980.

These developments will also produce an increase in total student enrollment in two-year colleges. Although two-year colleges account for 23.2% of the total full-time equivalent credit students enrolled in 1971, this figure may almost double by 1980. However, the dramatic enrollment increases seen in recent years by individual two-year colleges will likely not continue in the years ahead.

This trend will most certainly impose a heavy responsibility upon the Commission on Colleges, as additional committee personnel, larger committees, and additional staff services will be required. Thus, a continuing commitment to the philosophy and role of the two-year college by Commission personnel is implied as these institutions constitute an increasing segment of the Commission's membership.

Curricula

Two-year colleges have developed their curricula to conform with institutional purposes and objectives. Private junior colleges, controlled by either church-related or independent governing boards, typically have more narrowly defined purposes and objectives; consequently, curricula in these colleges have generally been designed to serve the college transfer student. Public junior and community colleges, on the other hand, have embraced more comprehensive curricula, serving more broadly based purposes and objectives.

This distinction in curricular development has been significant, since most public two-year colleges have adopted an "open door" admissions policy, thereby stimulating the growth and expansion of diversified curricular programs. Students not previously interested in or adequately prepared for education beyond the secondary level have matriculated in curricula which are consistent with their academic preparation and vocational goals. Vocational-technical programs, remedial programs, and noncredit adult and continuing education have been provided by many public two-year colleges. In addition, the low cost of tuition in public two-year colleges has enabled many more students to obtain a postsecondary education than in the past.

At the present time, curricular programs in two-year colleges may be classified in four major categories:

- degree programs designed for transfer to senior institutions;

- degree programs in vocational-technical education;
- non-degree programs in vocational-technical education; and
- noncredit programs in adult and continuing education.

The degree programs designed for transfer have been the most common curricula in two-year colleges. Including majors in liberal arts and sciences and pre-professional fields, degree programs designed for transfer have been viewed as preparation for students planning to finish a baccalaureate program in a senior institution. Historically, degree programs designed for transfer have enrolled the largest percentage of full-time equivalent students in two-year colleges. During the past decade, however, the expansion of occupational degree, certificate, and diploma programs in new public two-year colleges and technical institutes has reduced the proportion of students enrolled in degree programs designed for transfer. In Virginia's public community colleges, for example, only 29% of all awards conferred in 1970-71 were granted to students completing degree programs designed for transfer (Virginia Community College System, 1971).

Degree programs in vocational-technical education, on the other hand, have enrolled an increasing percentage of full-time equivalent students in two-year colleges. These programs generally have been designed to prepare students for immediate employment in semi-professional or technical occupations. In some institutions, vocational-technical degree programs have prepared students for transfer to specialized programs in senior institutions. Public two-year colleges, particularly community colleges and technical institutes, have more commonly offered vocational-technical degree programs.

Non-degree programs of vocational-technical education have also enrolled an increasing proportion of full-time equivalent students in two-year colleges. Non-degree vocational-technical programs have been designed to prepare graduates for immediate employment in semi-skilled and skilled occupations.

Both degree and non-degree programs in vocational-technical education have been closely coordinated with local business and industrial needs in most states. This liaison has been a significant factor in the establishment of curricular requirements which are compatible with professional and paraprofessional requirements. Cooperative efforts between two-year colleges and local business and industry have contributed to the close "town and gown" relationship in many communities in the South.

Non-credit programs in adult and continuing education represent the fourth major category of programs offered in two-year colleges. These programs have been oriented to the needs of adults seeking to improve or extend their knowledge or skills in vocational or avocational areas.

Within the past several years, non-degree courses and programs have expanded at an unprecedented rate in two-year colleges.

As evidenced by the diversity of curricular programs offered, two-year colleges have provided numerous options for academic and career preparation beyond the secondary school. Concomitantly, these colleges have provided extensive services in counseling and guidance to support curricular offerings and to assist students in making appropriate academic and career decisions. Counseling services have proved particularly beneficial for students enrolled in "open door" community colleges because of the wide diversity of backgrounds, needs, and career goals among students.

Projections for the 70's: Curricula

As reflected by the expansion and diversification of curricular programs, two-year colleges will continue to attract a broad spectrum of students during the 1970's. These colleges should anticipate further growth of new programs in the future, as more students enroll in programs of vocational-technical education and in noncredit courses of adult and continuing education. The changing requirements of government, business, and industry will create a continuing need for courses. Public two-year colleges, in particular, will be in an attractive position to offer many of these courses because of their accessibility to many local communities and because of their low tuition charges.

Implied in this continued expansion and diversification of programs in two-year colleges is the continued support through academic and career counseling services. These services will likely continue to provide assistance to students at all entry levels and in all types of degree and non-degree programs.

With the anticipated growth of new degree and non-degree programs in two-year colleges, the Commission on Colleges will continue to sponsor workshops and conferences to prepare personnel for evaluating these programs on committee visits. Committee personnel will continue to be sought from specialized vocational-technical areas to keep pace with the Commission's increasing work with new community colleges and technical institutes. In addition, experienced personnel in adult and continuing education will be sought to evaluate this component of two-year colleges. Thus, the Commission intends to provide the necessary services to assist two-year colleges as they expand and diversify their major curricular programs.

Financial Resources

The growth and expansion of curricular programs in two-year colleges has been contingent upon the availability of adequate financial resources. Within the Southern Association region, most two-year colleges receive funds from both public and private sources. The types of sources and the amount of funds these sources contribute to two-year colleges, however, vary considerably. Public two-year colleges have historically been funded by some governmental unit. Local govern-

ments at one time assumed a major role in supporting public two-year colleges in the southern states, but in recent years, these colleges have received substantial increases in state-supported revenues.

A study of the operating revenues in 150 public two-year colleges during the 1970-71 fiscal year revealed that state governments contributed 64.1% of all educational and general revenues in these institutions (See Table VI).

TABLE VI
Median Percentage of Total Educational and General Revenues
Provided by State Governments for Support of Accredited
Public Two-Year Colleges in the Southern Association
Region, FY 1970-71

State	Number of Public Two-Year Institu- tions Reporting	Median Percent- age Provided by State Governments
Alabama	12	64.0%
Florida	25	67.1%
Georgia	10	65.8%
Kentucky	*	*
Louisiana	*	*
Mississippi	14	41.9%
North Carolina	26	76.6%
South Carolina	8	64.7%
Tennessee	5	68.1%
Texas	40	54.2%
Virginia	10	68.7%
All States	150	64.1%

* Data for public two-year colleges were not reported separately.

In all eleven states of the Southern Association region, state funds represented the greatest single source of operating revenue for public two-year colleges. The median percentage of support from the state ranged from 41.9% in Mississippi to 76.6% in North Carolina's public two-year colleges. Interestingly, Mississippi (41.9%) and Texas (54.2%) were the two states reporting the lowest percentage of support from the state. These two states have always been more dependent upon local sources of revenue. Among the other nine states, local governmental funds provided lesser support for public two-year colleges. In addition, public two-year colleges received operating funds through student tuition and fees and through federal grants.

Private two-year colleges, on the other hand, received most of their operating revenues from student tuition and fees. Among the 53 accredited private two-year colleges in the region in 1971, the median support

for educational and general revenues from student tuition and fees was 66.3% during the 1970-71 fiscal year (See Table VII).

TABLE VII

**Median Percentage of Total Educational and General Revenues
Provided by Student Tuition and Fees for Support of Accredited
Private Two-Year Colleges in the Southern Association
Region, FY 1970-71**

State	Number of Private Two-Year Institu- tions Reporting	Median Percentage Provided by Student Tuition and Fees
Alabama	3	78.7%
Florida	4	68.2%
Georgia	8	59.4%
Kentucky	7	39.4%
Louisiana	0	0
Mississippi	1	40.3%
North Carolina	10	78.7%
South Carolina	3	81.5%
Tennessee	4	64.3%
Texas	6	41.9%
Virginia	7	82.1%
All States	53	66.3%

The percentage of revenues provided through student tuition and fees ranged from 14.6% to 93.7%. Data provided by 44 of the 53 private two-year colleges indicated that student tuition and fees contributed the largest percentage of operating revenue for educational and general expenditures. The other nine colleges reported either private gifts or endowments as the largest source of revenue. Among all private two-year colleges, gifts, endowments, and the federal government contributed to educational and general revenues in varying amounts.

In any given institution, the optimum amount of educational and general revenue is determined primarily by the role and scope of the educational program. Since two-year colleges vary considerably in the types of programs offered, each two-year college has its own distinct financial need to support programs. A recent study of program costs and cost differentials in 15 public comprehensive community colleges suggests that program costs are related to four factors: (a) enrollment in the program, (b) the type of program, (c) the length of the program, and (d) the age of the program. Among the 15 community colleges analyzed, average credit hour costs were greater in programs which enrolled smaller numbers of students, programs which were vocational-

technical in orientation, programs which were of short duration, and programs which were recently started (Wattenbarger, Cage, & Arney, 1970).

Projections for the 70's: Financial Resources

Public two-year colleges will continue to receive their major financial support from state governments. It will be necessary in some states to increase student tuition costs or fees to meet the rising costs of education, although student tuition and fees will not likely constitute a large proportion of the total operating budgets of public two-year colleges. Gifts from local business and industry will increasingly be sought to support public two-year colleges, as graduates of these institutions enter positions in local industry. New benefactors will be sought by institutions seeking to establish new and innovative degree and non-degree programs. It is also likely that increased federal funding will be available to two-year colleges in the future.

Private two-year colleges will likely continue to depend primarily upon student tuition and fees for operational support. However, other sources of revenue will have to be obtained. Private gifts and endowments in private two-year colleges may be increasingly used to provide operational funds for these institutions. State governments may be expected to support private colleges in the future, either through direct tuition grants to students or through direct contributions to institutions. If the present trend continues, private two-year colleges will need to rely more heavily upon new sources of revenue in order to provide new programs and services for students.

Careful evaluation of the adequacy and stability of financial resources in supporting existing and proposed programs in member two-year colleges will be essential as funding pressures increase. All two-year colleges will need to conduct cost analysis studies and seek untapped sources of funds to support certain new programs and course offerings.

Governance

The governance of two-year colleges in the South has been an important factor in determining the manner in which new and existing colleges have developed. Since governing bodies establish the parameters around which two-year colleges operate, these bodies have exerted considerable influence over such areas of institutional responsibility as funding and approval of new degree programs.

Private two-year colleges are governed by either church-related governing boards or independent governing boards. An analysis of church-related governing boards in the southern states shows that the United Methodist Church is most frequently affiliated with these boards. The governing boards of 16 of the 59 private two-year colleges are affiliated with the United Methodist Church, and 15 of the 59 colleges are affiliated with independent bodies. Other boards for private two-year colleges are affiliated with the Southern Baptist Convention, the Presbyterian Church (U.S.), the Roman Catholic Church, and other denominations (See Table VIII).

TABLE VIII

**Affiliation of Governing Boards for 59 Accredited Private
Two-Year Colleges in the Southern Association Region, 1972**

Sponsoring Body	Number of Institutions
United Methodist Church	16
Independent (no church affiliation)	15
Southern Baptist Convention	7
Presbyterian Church (U.S.)	5
Roman Catholic Church	5
Church of Christ	3
Assemblies of God	1
Association of Regular Baptists	1
Free-Will Baptists	1
Missionary Baptists	1
Disciples of Christ	1
Episcopalian Church	1
Lutheran Church (Missouri Synod)	1
Pentecostal Holiness Church	1
Total Private Two-Year Colleges	59

Public two-year colleges in the South are subject to some type of state-level authority. Generally, this authority is one of two types: (a) governing, or (b) coordinating. State-level governing or coordinating authority for southern public two-year colleges is provided by a variety of organizational structures. This authority may be vested in a state department of education, a state university, or an independent board of control. The following summary illustrates the diversity among the organizational structures for public two-year colleges in the southern states.

Alabama

In Alabama the Division of Vocational, Technical, and Higher Education was established within the State Department of Education in 1972. The Higher Education Branch of this Division is responsible for the operational control of 18 state-supported junior colleges.

The governing board for all public junior colleges in the state is the State Board of Education. There are no local boards for junior colleges in Alabama.

Florida

In Florida the Division of Community Colleges of the State Department of Education serves as the state-level coordinating authority for

28 public community and junior colleges. The staff of this Division provides the services for the State Junior College Council, which coordinates the activities of the state's two-year colleges. Each public community and junior college in Florida is governed by a local district board of trustees.

Georgia

In Georgia 14 state-supported junior colleges are administered as part of the University System of Georgia. There is no state division or state director for junior colleges, although an Assistant Vice Chancellor of the System is responsible for working with these colleges. The activities of public junior colleges are governed by the Board of Regents of the University System of Georgia. With one exception there are no local boards for governing junior colleges in Georgia. In one instance a public community college in the state is governed by the Board of Education of a county school district.

Kentucky

In Kentucky 13 public community colleges are administered by the Community College System of the University of Kentucky. The governing board of the Kentucky community colleges is the Board of Trustees of the University of Kentucky. Local advisory boards, appointed by the governor, counsel with the administration of the community college system.

Several regional state universities in Kentucky also offer associate degree and certificate programs. These programs are offered through a "community college" which constitutes an integral administrative unit of these universities.

Louisiana

In Louisiana one state-supported comprehensive community college and a two-year campus of Southern University are governed by the State Board of Education. Louisiana State University maintains two two-year colleges which are governed by the L.S.U. Board of Supervisors. In addition, two locally controlled community colleges now operate through local school boards, with the approval of the State Board of Education.

Mississippi

In Mississippi 16 public junior colleges are coordinated by a Division of Junior Colleges within the State Department of Education. The Director of this Division reports to the State Superintendent of Education and to a Junior College Commission. The governance of each public junior college in Mississippi is vested in a local board of trustees.

North Carolina

In North Carolina the Department of Community Colleges coordinates the activities of 56 community colleges and technical institutes in the state. The State President of this Department is responsible to the State Board of Education. Each two-year institution in the state has its own local board of trustees.

South Carolina

In South Carolina 13 public technical education centers are coordinated by the State Board for Technical and Comprehensive Education. A local board of trustees is responsible for the governance of each technical education center.

The University of South Carolina has five associate degree-granting regional campuses and two non-degree-granting campuses. Clemson University also operates two two-year non-degree-granting campuses.

Tennessee

In Tennessee nine community colleges are governed by the Board of Regents of the State University and Community College System, a body which was created in 1972. There are no local boards for community colleges or technical institutes in Tennessee.

The State Board of Education is the governing body for three degree-granting technical institutes in Tennessee.

Texas

In Texas 48 public junior colleges are coordinated by the Coordinating Board of the Texas College and University System. All public junior colleges in Texas are governed either by a local district board of trustees or the local school district.

One technical institute which operates four campuses in Texas is governed by a state Board of Regents.

Virginia

In Virginia the State Board for Community Colleges governs 23 public community colleges in the Virginia Community College System. The Chancellor is the chief executive officer for community colleges and is appointed by and directly responsible to the Board. Each Virginia community college has a local board which serves in an advisory capacity.

In addition, one public two-year college is administered by the College of William and Mary.

Projections for the 70's: Governance

Two-year colleges will continue to develop and expand according to the mandate of their governing boards. State-level governing and coordinating

boards for two-year colleges will exert increasing control over *public* two-year colleges as levels of support from the state continue to increase. State-level boards will assume greater responsibilities in planning and coordinating specialized programs in public two-year colleges.

Private two-year colleges are also likely to witness closer control by their governing boards. As new programs and new directions are sought for private institutions, governing boards will evaluate more closely the feasibility of new programs. Certainly, the incremental costs of new ventures will be a major factor in the private two-year college. These institutions may be expected to tap new sources of funds as private institutions continue to compete with public institutions for students.

As board members assume greater authority in the future, the Commission on Colleges will need to orient these persons further to the policies and procedures of accreditation. Board members may be asked to serve on visiting committees to two-year colleges, and they may be invited to attend workshops designed to assist representatives of two-year colleges. The Commission on Colleges will involve board members more directly in the accreditation process in the future.

Chapter 6

THE TWO-YEAR COLLEGE IN THE SOUTH: EMERGING TRENDS AND IMPLICATIONS FOR CHANGE IN HIGHER EDUCATION

The rapid growth and expansion of two-year colleges has had a significant impact upon higher education in the South during the past decade. Two-year colleges have attracted new students from diverse backgrounds, introduced new methods of instruction and curricular programs, obtained new sources of funding, and initiated new systems of control and governance—all at a rate unprecedented in southern higher education. Clearly, the effect of this growth and expansion has been felt, and will continue to be felt, throughout postsecondary education.

Diverse Student Populations Served

Two-year colleges in recent years have attracted diverse types of student populations. These institutions, particularly public community colleges, have increasingly served the needs of working persons or persons seeking immediate employment upon graduation. Many older persons seeking career advancement have enrolled in two-year colleges to sharpen their skills and competencies in specialized areas. Consequently, changes have occurred within two-year colleges to serve better these segments of the student population.

Further changes will occur to assure that all persons are provided equal educational opportunities. Two-year colleges will implement more flexible calendars and more flexible class schedules. In many instances, for example, classes will be offered to students every hour of the day and every day of the year. Furthermore, contrary to current procedures, most community colleges will be actively engaged in a type of student recruitment which will assure that all segments of the prospective student population are reached, many of whom are not now attending any postsecondary institution (Wattenbarger, 1972).

New Programs Introduced

Developmental programs have been fostered to assist many two-year college students in removing academic deficiencies or weaknesses. Varying greatly in name and scope, these programs will grow in two-year colleges as increasing numbers of students with these problems enroll in the future.

The recent growth of student enrollments in two-year colleges has occurred with a concomitant growth in new curricular programs. Many of these, particularly health- and engineering-related programs, have

attracted considerable interest within senior institutions. Consequently, many senior colleges and universities have added associate degree and certificate programs to attract new student populations. In addition, many senior institutions have begun new baccalaureate and graduate degree programs in these specialized areas to prepare graduates for managerial positions in new technological fields. A significant proportion of these graduates have decided to teach in the occupational divisions of two-year colleges. This trend toward producing more graduates with specialized degrees from senior institutions will continue and will serve to provide two-year colleges with better prepared teachers for occupational areas in the future.

Lesser Costs Realized

In supporting two-year colleges, many state legislatures, local governments, and denominations have recognized that the cost of educating students in these institutions is considerably less than the cost of educating freshman- and sophomore-level students in senior colleges and universities. This factor has weighed heavily in many state legislatures as public two-year colleges have sought increasing state-level support. In the future, legislatures will need to recognize that most public two-year colleges will require greater state-level support as local sources of revenue decline (Wattenbarger, 1972).

As greater numbers of two-year college graduates have sought entry to senior institutions, some states have witnessed the need to provide opportunities for those graduates pursuing baccalaureate and graduate degrees. Florida has established four upper-level institutions, and Texas has approved a master plan for seven new upper-level institutions. These colleges and universities have been created to offer junior, senior, and some graduate-level work, with the intent of providing further educational opportunity for graduates of two-year colleges in their immediate areas. These new institutions have emphasized teaching rather than research and have offered programs to prepare practitioners for direct entry into occupations, rather than for research-oriented professions (Coordinating Board, 1972). Consequently, the cost of these upper-level and graduate programs has been less than the cost of programs in traditional senior institutions. It seems likely that upper-level institutions, as they develop in Florida and Texas, may receive increasing study by legislatures of other southern states planning new senior institutions.

Other measures to reduce the cost of higher education will have a direct influence upon the two-year college. Boards of control in both public and private institutions will be more reluctant in the future to approve the extension of two-year colleges to baccalaureate degree status, done in many instances to attract new students and new sources of revenue. As costs for baccalaureate programs become more pro-

hibitive, fewer private two-year colleges will be able to support these programs.

In view of the development of new programs in upper-level and traditional senior institutions, public boards of control will also be reluctant to approve baccalaureate status for public two-year colleges. In a few states, legislative pressure may increase to establish three-year baccalaureate degree programs in these institutions. However, public two-year colleges in most states will resist this movement (Wattenbarger, 1972). Indeed, most public two-year colleges in this region no longer have aspirations of seeking eventual baccalaureate status, recognizing the special contributions of community colleges to postsecondary education.

Greater Autonomy Sought

In the past, public two-year colleges were often established and operated as extensions of high schools. Consequently, these colleges were subject to the dictates of state agencies and boards of education which gave their primary attention to public schools. During recent years a trend has emerged toward separate governing boards for public two-year colleges. This trend is likely to continue as the independence and autonomy of public two-year colleges receive more attention. These new boards will work more closely and effectively with two-year colleges than have other boards.

Appropriately Qualified Personnel Needed

The establishment of many new two-year colleges has created a great need for appropriately qualified faculty and administrators for these institutions. For many years the public schools have provided the majority of personnel hired by two-year colleges. In some instances these individuals have lacked an understanding and acceptance of the philosophy of the two-year college, particularly the "open door" comprehensive community college. With the increasing surplus of senior college faculty and the increasing number of persons from business and industry joining two-year college staffs, further orientation has been required for some personnel since they, also, do not fully understand the community college. Many institutions have begun in-service training programs to provide these individuals with a better understanding of the two-year college. The need for in-service training will continue, as master teachers in the two-year college will always be in great demand (Hamel, 1972). In addition, two-year colleges will seek well-prepared persons in specialized areas such as developmental education, counseling, and institutional research (Wattenbarger, 1972).

New Responsibilities Assumed

As two-year colleges have sought to increase educational alternatives

for students, many institutions have begun to assume new responsibilities. This has occurred primarily as a result of the appeal of the "comprehensive community college" philosophy. Private two-year colleges, for example, have introduced new vocational-technical, career, and continuing education programs to complement the college transfer programs which have always been the major component of these institutions. This trend will likely continue in private two-year colleges, although inadequate financial support for these new programs may be a limiting factor.

Degree-granting technical institutes will also become more comprehensive by adding college transfer programs to complement their vocational-technical programs. Since local demand for liberal arts and pre-professional programs in nearby colleges has always been a reality, community-oriented technical institutes will be in an attractive position to serve these local needs.

Finally, non-degree-granting area vocational schools will also expand their offerings to students. These schools have traditionally offered non-degree programs and courses in vocational education, but they will soon be called upon to begin both college transfer and occupational degree programs. Furthermore, area vocational schools and two-year colleges will likely establish cooperative degree programs for students. This development has already been observed in several southern states. As initial costs for new two-year colleges continue to increase, the effectiveness of expanded educational alternatives for students will depend upon these types of cooperative arrangements.

State-Level Planning Encouraged

Expanded needs for all types of postsecondary education will require greater cooperation among the states and regions of the country. Although state-level planning and interstate planning have been more successful in the South than in other regions (Wattenbarger, 1972), greater challenges lie ahead. States will need to pool resources to extend educational opportunities to students. Two-year colleges and other institutions will need to work together to provide opportunities "on a supermarket basis" (Hamel, 1972). At the very least, untapped student populations will need to be identified in order to assure equal educational opportunities to all.

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For many years, the role of the two-year college in higher education was obscure and shrouded with misunderstanding. Only within the past decade or so has some understanding of the two-year college emerged. It is the future, however, which holds the greatest promise.

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